

1 March 1946

(Appendices are Confidential  
and Secret)THE FUTURE OF JANISA Preliminary Report by the  
Executive Secretary, JISPBI THE JANIS PLANDOCUMENT NO. 14  
NO CHANGE IN CLASS. ☐  
☐ DECLASSIFIED  
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The essence of the JANIS plan can be summarized as follows:

1. As a practical matter of work load it is impossible for any one agency of the Federal Government to produce a comprehensive series of studies on foreign areas;
2. No one agency of the Government has specialized personnel capable of handling in expert fashion the numerous specialized topics which go into a JANIS.

Consequently, JANIS is produced from the direct contribution of 20 or more branches of the Federal Government (and the indirect contributions of many other branches), each branch expert in the field of its contribution, or, if not initially expert, becoming expert through concentration on one topic. At times the JANIS Board shifts contributors to take advantage of specific regional skills. By tapping many of the resources of the Government, it is also possible to obtain other services of benefit to contributors, such as: complete checking of all place names in text and on maps by the Board on Geographical Names; cartographic, drafting, relief-model skills, and reproduction facilities in the State Department and Army Map Service; storage facilities at Army Map Service; and distribution and transportation facilities of numerous departments. The utilization of existing staffs and facilities, coordinated on a common project by the central JANIS Board, represents a distinct economy for the Federal Government.

From a working standpoint it would be more desirable to have all or most of the contributors in one organization,   
 Sources could be made readily available to all requiring them, research workers would become acquainted and exchange information,

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weak contributors could be strengthened more readily, and in general much more effective control could be exercised. Such an organization, however, is impractical in this country which has never had to husband its resources as Britain has. And, as indicated, some advantages accrue from farming out work to experts.

In actual practice, the JANIS plan does work. To publish such a coordinated, balanced study free of discrepancies, a strong staff of editors, expert in subject-matter fields, is required on the JANIS Board to direct preparation of the several contributions, critically edit the finished products, and cross-check with other contributions.

## II THE USE OF JANIS

JANIS has probably been the most widely used intelligence document produced by the American Government. Furthermore, because of the static nature of much of its content, the studies have a relatively long life. A standard edition of 2500 copies was produced and even this number was insufficient to meet demands on some areas. The use of JANIS, however, is much more widespread than the mere number of 2500 distributed indicates, inasmuch as JANIS was copied and recopied in publications through all echelons of the Armed Forces, often without any change whatsoever. An organization such as the Joint Intelligence Center, Pacific Ocean Areas (JICPOA), the major intelligence center for the Pacific war, rearranged its filing system to conform with the JANIS outline and stopped collecting information of earlier date than JANIS. JANIS is also used as a permanent part of the military training system. The Command and General Staff School for example, uses several hundred copies of Chapter I for instruction purposes. The report forms for Military and Naval Attaches have been revised to conform to the JANIS outline.

Numerous letters of commendation have been received including such statements as one from the Chief of Staff, Pacific Ocean Areas, that JANIS has become the "indispensable basic reference work of the planners",

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and statements from high and low echelons of the Marine Corps that "JANIS publications were of considerable value to the Corps during all of its operations in the Pacific....Their retention as a post-war publication would be highly beneficial for intelligence purposes". Other commendations have been received from the Operations <sup>Division</sup> ~~Plans Department~~ <sup>General Staff</sup> (OPD) of the War Department, the Joint War Plans Committee of the Joint Chiefs of Staff, and countless verbal commendations from all echelons of military and civilian branches of the government (see Appendix A for copies of some commendations).

Although JANIS was prepared primarily for military use, it has also been widely used by a variety of civilian agencies of the government. Initially, because of high classification and limited number of copies, JANIS was not distributed to civilian departments of the government. In spite of this, a list of government departments which have requested and used JANIS includes: the Departments of State, Commerce, Treasury, Agriculture, and Interior, the Federal Power Commission, Army-Navy Liquidation Commission, Maritime Commission, UNRRA, Federal Reserve Board, Export-Import Bank, The White House (including the Map Room and the special assistant to the President on China) and a host of other agencies too numerous to mention. Distribution to other government departments is now increasing since JANIS has been lowered in classification and used copies from the field are being systematically collected.

### III IMMEDIATE PROBLEMS

The immediate problem of JANIS is to meet the vastly increased schedule of studies demanded by the Joint War Planners, Joint Logistics Planners, and Joint Staff Planners. Some contributors (notably G-2) maintain they cannot meet these requirements which are <sup>approximately</sup> the equivalent of last year's schedule of 12 per year. It appears, however, that most contributors can meet such a schedule. In addition, some new contributors,

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more expert than present contributors, can be obtained. It is desirable substantially to meet this request because of its importance and because a strong JANIS program will attract the best efforts of the government and the services of good people whereas an emasculated, standby program would result in deterioration of effort and failure to satisfy basic government intelligence needs. The result would be a return to individual preparation of such studies with consequent duplication, greater expense, and poorer product (for details see Appendix B).

#### IV FUTURE PLAN FOR JANIS

As indicated above, there is demand for studies such as JANIS in the post-war world. Because of the widespread nature of American interests, more of the world needs to be covered now than during the war when efforts were concentrated on theaters of operation [REDACTED]

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[REDACTED] To provide

for an adequate post-war plan, JANIS should be re-examined in terms of its purpose, content, organization, and personnel.

##### A. Purpose.

There appear to be four main ends for which JANIS should be produced. They are, in approximate order of importance:

- (1) To provide basic background intelligence useful to the country in case of a future war waged by new methods of warfare, including atomic bombs and other new devices;
- (2) To prepare the country for peaceful participation in international affairs and conferences, by providing basic economic and political background data on foreign countries;
- (3) To prepare the country for the effective carrying out of international policing obligations likely to be assumed in the future. Such obligations would probably involve minor skirmishes, not employing radically new methods of waging war;
- (4) To provide handbook material for use by American diplomats and missions traveling to foreign lands.

In addition, the general purpose served by publishing JANIS is to bring out for scrutiny and evaluation the data locked away in files. If such information remains in files, gaps are not filled nor is its adequacy likely to be [REDACTED]

*W. A. G. H. R. H. H.*~~RECEIVED~~**B. Content.**

Changes in content of JANIS involve (1) cutting down the amount of information provided in some chapters, notably the chapter on Coasts and Landing Beaches, and (2) adding new material on various other topics, such as expanding the Resources and Trade Chapter and adding a new chapter on Scientific and Technical Research Organization. In all, it is recommended that four chapters in the present study be combined into two and that six new chapters be added as follows:

Proposed List of Chapters for JANIS Serving  
Needs of U. S. Government

Chapter	Title	Present Contributor	Future Contributor
I	<u>Brief</u> (Full summary and general estimate of whole study, ample by itself to serve also as a handbook; should be reprinted in smaller format for such use)	JISPB	JISPB
II	<u>Terrain</u> (Relief, vegetation, trafficability, and terrain regions)	G-2	G-2 and Geological Survey (OGS)
III	<u>Climate and Weather</u> (Climatic data and practical aspects of weather and climate as applied to military operations and non-military activities)	Army and Navy Weather Divisions and Weather Bureau; submitted via Joint Meteorological Committee	
IV	<u>Coastal and Marine Features</u> (Tides, currents, ice and sea conditions, coastal sectors, and major beach areas)	ONI, Beach Erosion Board (OCE) and Hydrographic Office	
V	<u>Ports and Shipping</u> (Facilities and traffic of ports; merchant marine)	Rivers and Harbors Board (OCE) and ONI	Same as present plus Maritime Commission

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Chapter	Title	Present Contributor	Future Contributor
VI	<u>Inland Transportation</u> (Character and use of railroads, roads, and inland waterways)	Office Chief of Engineers (OCE)	OCE and State
VII	<u>Telecommunications</u> (Radio, telegraph, telephone, cable)	OCE	Signal Corps and possibly FCC
VIII	<u>Aviation</u> (Including military and commercial airfields and routes)	A-2	A-2 and possibly CAA
IX	<u>Cities and Towns</u> (Brief description of character, importance, and facilities of principal cities and towns)	G-2	G-2 and ? (Possibly Library of Congress)
X	<u>Food, Agriculture, and Water Supply</u> (Description of food resources including surplus and deficit, types of agriculture, principal crops, fishing, and availability of water)	G-2 and Geological Survey (OCE)	Office of Foreign Agricultural Relations Branch, Dept. of Agriculture, and Geological Survey
XI	<u>Raw Materials and Power</u> (Construction materials, fuels, minerals, forests, and electric power)	Geological Survey and OCE	Geological Survey, OCE, State Dept., and Forest Service, and other offices of Interior Dept.
XII	<u>Manufacturing</u> (Heavy, light, and handicraft industries)	G-2	G-2, State & Commerce
XIII	<u>Trade</u> (Foreign and domestic commerce and finance)	G-2	G-2, State, Commerce, and Tariff Commission.
XIV	<u>Population and Social Structure</u> (Number, distribution, and trends of population; physical and cultural characteristics of people; education & literacy; dissemination of news; labor supply)	State	State

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<u>Chapter</u>	<u>Title</u>	<u>Present Contributor</u>	<u>Future Contributor</u>
XV	<u>Health and Sanitation</u> (Environment, diseases, public health and medical facilities)	SGO	SGO and possibly Public Health Service
XVI	<u>Government</u> (organization and structure, political groups, internal security, and foreign policy)	State	State
XVII	<u>Army and Navy</u> (Brief description of strength and character of Army and Navy)	G-2 and ONI	G-2 and ONI
XVIII	<u>Scientific and Technical Research Organization</u> (Public and private facilities and achievements as regards chemical, physical, metallurgical, geographical, geological, biological, and medical research, status of exploration, engineering capabilities)	None	Office of Scientific Research and Development or successor and War and Navy Depts.

NOTE: Each chapter will include an evaluated list of principal sources.

#### Appendix

1. Gazetteer	BGN	BGN
2. Map Appraisal	State and AMS	State and AMS
3. Glossary		BGN
4. Weights and Measures		JISPB

C. Organization and Personnel

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As indicated above, new contributors can be drawn into the JANIS

program.


Assuming a program as full

as last year with the additional chapters and contributors indicated above, about the same staff would be required on the JANIS Board. In spite of the extra work involved in more chapters and contributors, the number on the staff need not be increased because better qualified personnel can be obtained and more efficient and stable organization developed. The program would call for several high-level trained experts to handle the variety of topics included.

The present organization of the board should continue: a permanent director, and a staff divided into Editorial, Graphic, and Production Sections. In addition, the Board should extend its source material lists and prepare bibliographies. Work of this sort has long been needed and is particularly necessary when new contributors are added. Qualified personnel can be hired immediately to start such a program. A plan for a Sources Unit follows:

Sources Unit, JISPB1. Functions

a. To assemble list of sources in advance of each study for circulation to contributors and to maintain liaison with contributors to make certain they use available major sources relevant to their work. This will involve, among other functions, arranging for reproduction of some sources for which only one copy exists, and examining and evaluating captured materials and recommending, in certain cases, their translation.

b. To service Joint Chief of Staff Committees who are constantly in need of material to meet rush requests. It is impracticable for them to canvass all the sources in Washington for this assistance and consequently such requests are referred to JISPB.



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c. To prepare a bibliography of Topographic Intelligence publications. JISPB is currently directed to do this quarterly for the Joint Topographical Subcommittee on the Far East. Now the whole world should be covered. Such a bibliography to be useful should be carefully arranged with the latest and best studies on each area emphasized and should cover American and foreign intelligence. This project should be carried on cooperatively with the Bureau of the Budget bibliography on Status of Geographic Research which attempts to cover all government departments but does not receive much from the War and Navy Departments, the principal producers of geographic intelligence.

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